

PROCEEDINGS OF THE AD HOC
MENTAL HEALTH TREATMENT COMMITTEE

Pursuant to Section 19.84, Wis. Stats., notice is hereby given to the public that an Ad Hoc Committee of the County Board of Supervisors met regarding mental health treatment on Wednesday, November 15, 2017 in Conference Room A, Sophie Beaumont Building, 111 N. Jefferson Street, Green Bay, Wisconsin.

Present: Chair Guy Zima, Vice Chair Erik Hoyer, Hospital and Nursing Home Administrator Luke Schubert, Green Bay Police Officer Kamra Allen, Green Bay Police Officer Barb Gerarden, Green Bay Community Police Officer Paul Van Handel, JOSHUA Representative Cheryl Weber, Behavioral Health Manager Ian Agar, District Attorney David Lasee, Director of Administration Chad Weininger, Health and Human Services Director Erik Pritzl, other interested parties.

Excused: Sheriff John Gossage, Citizen Representative Pat La Violette, Security Lieutenant Scott Brisbane

I. Call meeting to order.

The meeting was called to order by Chair Zima at 12:00 pm.

II. Approve/modify agenda.

Motion made by Cheryl Weber, seconded by Erik Pritzl to approve. Vote taken. **MOTION CARRIED UNANIMOUSLY**

III. Approve/Modify Minutes of October 18, 2017.

Motion made by Luke Schubert, seconded by Erik Pritzl to approve. Vote taken. **MOTION CARRIED UNANIMOUSLY**

1. Communication from Chair Zima and Judge Zuidmulder re: Have staff provide a breakdown and explanation of the expenditures made from the \$1.15 million dollars allocated for mental health services during the County budget process for 2016 and 2017.

Health and Human Services Director Erik Pritzl referred to the update on expenditures that was included in the agenda packet. He recalled that in 2016 there was some pretty significant underspending and they are catching up in 2017 but still under. With some of the adjustments that have been made with regard to utilization, the numbers are right on target. In looking at residential treatment utilization, based on the current numbers it appears that the costs will exceed what has been set aside as there have been more people in residential treatment than was expected, which is what Pritzl likes to see. He wants to see people take advantage of residential treatment when it is deemed to be the appropriate level of care, but this will push the initiative spending higher than what had been put into the buckets at the last adjustment. Zima noted there is some leeway to move some dollars around if necessary. Pritzl agreed and said we should look at tapering back some of the other things we talked about. He noted that in one recent month \$82,000 was spent on residential treatment and if the spending continues at that level, it will take care of most of the money. He feels caution needs to be used when spending for the rest of the year and things like travelling to other states to see their operations and redoing the website should probably be put on hold. Pritzl noted they will not be turning people who need treatment away.

Zima said he is a little heartsick and taken aback with where things stand. He has been riding staff to do more outreach to let people know there is help available but now he is realizing the County really does not have appropriate programming. This committee wants to start helping people who are addicts but the only program we have for addicts is a contract. Zima is finding that even if people want to voluntarily come in, they are sometimes getting turned away and he wants to hear from staff as to what the plan is to get the doors open so that if ads are put out there that there is somewhere for people to get help there is someplace for them to go. He noted that Bellin does not use anywhere near the amount the County sets aside for the contract and he recalled there was a big deal made about the public/private partnership between the County and Bellin but the contract is being underutilized. Zima shared a story about someone who tried to get help for an addiction problem and was turned away from Bellin because Bellin would not accept their insurance. He wants to do something to really help people with addiction issues which in turn would help reduce the jail population but the County does not have much more

than emergency help for people who are committed on EM1s. He feels the County is lacking in services for those people who want to voluntarily change their life.

Behavioral Health Management Ian Agar addressed the situation Zima referenced about being turned away from Bellin for insurance reasons and said providers get their doctors and providers in network of different insurance companies and a patient not being in the same network can be an issue. He also noted they do not necessarily want people with insurance getting detox services at the cost of taxpayers. Zima understood that and said he wants to get people funneled to services quickly to give them the help they need and the direction of where to go, whether it's private pay or without pay. Agar said it is easier without pay.

Green Bay Police Officer Barb Gerarden said they had a gentleman last week who wanted voluntary detox without insurance. Bellin was unable to take the person for an unknown reason. Agar said payment would not have been the issue, but it could have been a capacity issue. Gerarden then suggested St. Elizabeth in Appleton but was told by the Crisis Center that there was nothing set up to take someone out of the County. Agar said that is not accurate information and the County does have a contract with St. Elizabeth. Director of Administration Chad Weininger said this is something that should be cleared up so everyone has accurate information to prevent this from happening again. Pritzl noted the County is authorizing on voluntary situations and the Crisis Center should not be involved in those situations unless there is a co-occurring mental health issue which Gerarden said there was not. Pritzl said he will get this situation cleared up and noted that they do not want the Crisis Center getting into the mix of this because they have so much other work to do.

District Attorney David Lasee said one of the things that was talked about in the past was a system navigator position who could be a contact person who knows the procedures and is able to help in these situations. Green Bay Community Police Officer Paul Van Handel said there have been discussions at the basic needs group and there does not appear to be clarity among everyone which creates struggles. He said the hospitals are all in favor of a system navigator position that can help with decisions and streamline the system and provide continuity in the continuum of care. Van Handel said there is plenty of communication in the continuum of care, but the communication seems to be lacking as to where the person is supposed to go. Zima feels we need to be more organized so people in crisis can get the help they want and need. He envisioned working towards facilities that will accept people who want and need help for drug abuse. He noted that Bellin told them they only do alcohol detox, but not other drug abuse issues and he noted that often people have alcohol problems along with other drug problems. He has been asking for outreach for a long time, but there may not be a point to that if the County does not have anywhere to help people or programs to serve them. His vision was that there would be billboards that people could read and then know there was someone to help them and they could then check in with a minimum of hassle and receive the services they need to get their life straightened out. It appears the County is lacking services and those are the things this committee should be working on expanding and making things available in the community so people have some place to go when they want and need help instead of ending up in the jail.

Weber asked if there was some sort of navigational map or flow chart for law enforcement to follow to get someone to where their needs can be met. Gerarden responded that they were only aware of the contract with Bellin until recently when they were made aware of the contract at St. Elizabeth in Appleton.

Pritzl said the County is only obligated by law to address incapacitated individuals. He said we started looking at the incapacitation issue because that is where the most work is needed. Past numbers showed the number of individuals who fell into the category was high. When this was looked at, it was thought the funding we had would address adequately the number of incapacitated situations. Pritzl continued there is under-utilization of detox in general, but noted that in the third quarter of this year, utilization has increased. He also noted that Bellin is very good at billing and an extremely good partner when it comes to making use of all the dollars available, but the dollars expended do not match the level of service provided because they are very good at insurance billing and, further, the County is the payer of last resort in those situations so the dollars are being stretched further and that is when we started to address the needs of people who are intoxicated or are seeking services voluntarily. This is where we are having to identify a better process and he noted that Agar has already developed flow charts for intoxicated individual and those on the top 40 list. Pritzl said we do not have a completely open system in Brown County where it is drop and walk away and this does not exist in many counties. We are relying on this as a point of treatment in a continuum that the person is receiving other services as part of. There have been numerous discussions of how to access and get people connected because that is a need.

Zima recalled the Mental Health Center was cut back a number of years ago. He said one of the goals of this committee was to get the capacity back up and he believes there are a lot of people who might come and utilize the services if they were available. Zima asked about a contract for drug problems and Pritzl responded that there seems to be some disagreement in that area as to what the medical need is and what type of facility would be a match for that. Zima noted restoring the services and expanding them to try to get people out of the jail if possible is on all of the agendas, but it just seems to be business as usual. He asked if Bellin takes people in without insurance. Pritzl responded that if Bellin has capacity, they will talk to the County for authorization and the County will be the payer. Zima brought up capacity and asked how that is determined. It was indicated that the capacity is based on the staffing, but Zima felt that was a catchall phrase and indicated that units have CNAs and nurses and whether the rooms are full or half full, the same staff is there.

Pritzl said the Brown County facility is staffed well and most of the time can have 16 beds occupied. If a facility is built with a greater number of beds, there needs to be a way to figure out how to bring the staff in to bring the capacity online. At this time Pritzl does not think there is adequate staff of professionals in Brown County to staff large facilities very easily. He feels if the County expands to 32 beds, we might be challenged. He said the market for staff is very competitive and it is hard to get and retain staff. The functional capacity of a facility is based on staffing and per regulations they have to make sure they are safely managing their facilities. This is not as simple as build beds and fill beds.

Zima said it does not seem like there has been progress on expanding services. Gerarden noted that law enforcement is still having to take people out of the community and even though this has improved somewhat in 2017 they made 18 trips to Winnebago. Pritzl said based on the first quarter of 2017 it was projected that the EM1s would have exceeded the prior year's numbers by about 10%, but numbers now show that EM1s are projected to be 5% below the prior year's numbers. He said they do not want people to be taken to Winnebago but there are times it cannot be avoided.

Zima asked if Human Services is looking at relicensing more beds and noted that in the past Pritzl said there was an area that was not being used that could be remodeled. Pritzl said that what they are looking at now is the one stop shop crisis model and staff will be going to Milwaukee to look at their operations. They have looked at the facility in Madison as well and are looking at how to bring something comparable to Brown County. The facility in Madison is for all substances. Zima asked how that operation was set up and if it was something that Brown County could do. Pritzl responded that he feels it could be adapted as long as the State allows it. The Dane County facility is a CBRF, not a hospital. It is a locked facility with two parts. One is a detox facility that is very institutional in its look and feel and the other part is treatment readiness. They do not do full blown treatment, but they do the stability piece and then get people ready for treatment. The assessment and screening is all done right in the facility and on certain days they do open assessments. Pritzl estimated the detox side has around 20 beds and the readiness side has about the same. He said when they looked at the facility they were looking at the access points and flow through the facility. One access point is the emergency access point and then there is the community access point. One side of the facility is secure and the other is not. The operator of the facility is a private vendor but the Human Services Department is part of the decision making and authorizing residential treatment.

Zima said we need to start using some model in Brown County that is going to make treatment available to people who need it, especially if they want to voluntarily participate and we have to let people know that the services are there, but at this time it does not seem like the County is set up to do any of that. He feels we need to move a little faster and work with administration to do what we can. He does not want to simply identify problems and then marginally do something. Weber feels this committee has accomplished a lot and noted that there are some really important people on this committee. There is also a lot being done on other committees and she is hearing from consumers and noted that Human Services just signed with the Gathering Space to bring three mental health specialists into their CCS program which is huge. The Sheriff's Department and Police Department have dedicated mental health officers and there is also now mobile crisis. She feels there is a lot that has happened that is not talked about at this committee that she feels would not have happened if this committee was not here. Zima acknowledged that this committee has allowed for better communications between the different departments and different groups and acknowledged that there has been some progress but he still feels we need a way to handle people who want help.

Agar said there are a lot of people getting help and he works with staff to provide help on a daily basis. To sit in this meeting and hear consistently over and over that there are not services and the County does not provide services is

a hard pill to swallow. He continued that at any given time there are 60 people in intensive outpatient at the CTC, and there are people referred to residential treatment and people referred to community providers. He has spent the better part of the last several weeks working on the potential to apply for an opiate treatment center but there were some challenges associated with the State requirements. He reiterated that to hear consistently the message that Human Services is not achieving anything or not doing anything is disheartening and he takes it very personally because he and a lot of other employees work on these issues every day of every week. There is a lot of important work going on and a lot of the work done by this committee has been very helpful in that regard. People are getting detox and people are getting referred to residential treatment and people are accessing treatment. Agar acknowledged that there are still challenges, but they are relatively small. With regard to providing a one stop shop facility for detox and treatment, there are a lot of issues, the largest of which is licensing. There are currently one or two places in the state with that licensure and the State does not issue that licensure easily. Zima feels the State knows there is a need and Agar agreed, but reiterated they do not issue those licenses very easily. Agar noted that things take time because there is a lot of coordinating that needs to be done with regard to resources and facilities. Zima said this committee is here to address roadblocks and do whatever it takes to help get things going. He is not totally insulting the entire system because the County has been doing a lot of good work for a long time, but this committee was formed to expand on the work already being done.

Vice Chair Hoyer said it is important to hear reports such as Agar's to hear what is being done and what the challenges are. He also feels it is important to have a timeline sketched out regarding the one stop shop model. He acknowledged that this will take some time and realizes Human Services is doing what they can. Zima noted that Hoyer and the rest of the Human Services Committee and the County Board can help with this. Hoyer acknowledged this and said that this committee should continue to inform Zima and Hoyer where more money would be useful since the County Board holds the purse strings. He noted that both he and Zima very much want to be champions regarding mental health issues. He understands that Human Services is also working with the Executive when it comes to things like creating new positions which is important. He feels this committee should try to be a little more intentional in our goals and long and short term projects and figure out our identity as a committee. We have had a lot of success already, but we should figure out where we are going, similar to what we did when we first got started. He said this is a great group and he wants to use everyone to their fullest benefit.

Van Handel said he has seen a lot of progress made in the last few years and he feels the fundamental issue boils down to the person in need or crisis not always knowing where they are supposed to go and what their needs are. Law enforcement sometimes struggles with this as well as they do not always know what the needs are and how to get access to where the person needs to go. Even though the County may lack a facility to bring someone to at the immediate time; we need to figure out how to get the person engaged in services or treatment while they are waiting. This seems like a fundamental thing that we do not know how to provide for. The patient does not know where they are supposed to be, but they want and need treatment but law enforcement lacks the resource to give them a really good answer in a timely period. He feels a lot of different groups struggle with this and what to do when someone cannot get to immediate treatment for whatever reason. Zima asked what happens to the people we don't have an answer for. Van Handel said when a person is stressed out and in crisis, there is the opportunity to reach them at that time and if they cannot be reached right at that time, they will lose trust in the system that will have to be rebuilt again. He feels peer to peer specialists and recovery coaches could help in this so we don't lose these people and then have to regain trust all over again.

Zima asked Agar what happens when someone who has an addiction other than alcohol, or a combination of alcohol and other substances comes to the mental health center. Agar explained when someone comes into the CTC they see an intake social worker who meets with the person and gives them a complete alcohol and drug assessment including uniform placement criteria and then the treatment needs are identified and they would link the individual with services. If the person has insurance the person would be directed to a community provider and if they do not have insurance or are on Medicaid, the person would be served through Brown County.

Zima said it has been his feeling that a few more wings should have been built at the nursing home to have some available for private pay which would allow for programming to be expanded and more people to be helped with the same amount of money from the County. He feels this could have been done very reasonably and economically and if some of the people were on a private pay basis it would pay for itself in a short period of time. This committee should be looking at things like this and coming up with long range goals and planning for them. Hoyer added it is good to have the experts on the committee to keep us advised of the regulations and licensing because they are very real issues that are dealt with on a day to day basis. Zima said that political resources need to be used

as well and he feels that overall the Board is sympathetic and wants to see things improved. Zima reiterated he is desperate for staff to bring a plan of what they want to work towards so we can start to work on the parts a little at a time and try to fit things in the budget. He reiterated that with some creative thinking and expanding the number of beds and then having at least three of them be private pay, it would underwrite the costs. He said that the population that needs treatment is slowly being transferred from treatment to jail. He is looking to the staff not to drag out every little detail, but to get a vision that we can all agree on and then start working on it. He feels the time is right to accomplish what we want to accomplish, but we have to depend on staff to bring the models forward. If there are problems, they should be brought forward so they can be handled. Zima does not believe that at this time, someone with a drug or alcohol problem would have an easy time finding their way into our system.

Agar said there are some systemic challenges and said he learned recently that Bellin Psych is currently experiencing a shortage of nursing staff and this affects their capacity. Zima asked if there are stringent state standards that are causing the problem. Agar's opinion was that the nursing workforce is more older than younger and people who are coming into the occupation at a younger age are not staying in it because it is hard work and they are disillusioned and get burned out and leave. The core of what is providing the majority of the workforce is reaching retirement age and this is also a factor in the shortage. Zima said his personal observations at Brown County, Winnebago or Bellin is that the nurses do not seem to be overworked at all. Schubert noted that documentation requirements are now much more stringent than they used to be and nursing staff spends a great deal of time on paperwork.

Weber would like to see each of our meetings be a little more intentional and she feels decisions need to be made as to what our overall goals are. She noted that Zima wants a facility and agreed that we probably need that. Zima feels this committee should have some options laid out for us by staff along with some rough costs and then this committee can talk over the options and steadily move toward achieving the goals. Hoyer said not sending people to Winnebago or Trempealeau and creating a one stop shop are among the biggest challenges. Gerarden also noted that lately they have been sending some juveniles out of county and asked what the status of the contract with Willow Creek is. Agar said he knows the contract is being worked on, but he does not know if it has been finalized yet. Agar understands that everyone wants things done yesterday, but he asked for some patience overall with goal development and achieving the goals.

Weininger wanted to talk about what was done in the 2018 budget for mental health initiatives and indicated the Sheriff added 24 extra hours of mental health services at the jail and they also added the crisis coordinator position as well as housing for treatment courts.

Hoyer said one of the goals of this committee was to ensure that the \$1.15 million dollar initiative was actually spent and we were very deliberate in trying to do that. A few years ago we picked some numbers and tried to see what we could do to help people with that money. We could not ask for more money when the money already appropriated was not being utilized. He noted this is a moving target and something we definitely worked on quite successfully this year. In looking ahead, he wants to move forward to some other projects and ideas.

Zima referenced the Shelter Care facility and noted that it is not a huge, monstrous facility with a huge cost and he would like to see a model somewhere along those lines that could be a place to treat people with withdrawal problems. Agar said the CBRF model they are talking about for detox and treatment linkage with the licensure like what they have in Madison is what they are looking at. Weininger said there needs to be some real tangible plans in place for the \$6 million dollars so it makes sense when it is put before the County Board and there is about a year to get that together. Weber asked about the jail portion and Weininger said the Sheriff already has an idea of what the jail will look like. The County will go out and RFP a project coordinator who will then work with the Sheriff and Public Safety Committee during the design process. They did look at mixing the jail and mental health center, but by law, those two cannot be a mixed component. They then decided to allocate the \$6 million for mental health and the rest will be put towards the jail. Weininger also noted we are hitting levy capacity and the question then will be how to make everything else work. Weber said if we came up with a Trempealeau-type facility within the next year, the \$6 million dollars could be put towards building it. Schubert noted it would have to be a revenue generating or saving operation. Weininger said the question would be with regard to the levy limits and when those are hit things will have to be prioritized. Zima said whatever is done, should be done large enough to accommodate private pay to help offset the costs.

Zima asked how long it would take staff to bring a broad picture of the possibilities so we can start looking at them and talking about them. Agar responded that he could have something done by the next meeting. Zima understands this is a work in progress and said an outline would be a good place to start with more details and costs to follow so goals can be set by the mid-year mark.

Hoyer proposed the committee take a break in December and then meet again in January, 2018 and have the conversation about the initial proposal as well as a discussion of the actual goals and then try to timeline them out a little bit. He feels this would give a little more structure to work in 2018. Zima said he would rather still meet in December. The next meeting date was then discussed and December 13, 2017 at noon was selected.

Weber asked about the housing study and what is being done with it. Hoyer responded that the study was presented to the Human Services Committee and doing something with it would be a topic to discuss at a future meeting during the long range planning process. Weber said there are a lot of other committees waiting to see what is done with the study and she does not want to see it drop.

- 2. Update re: Long range mental health needs in Brown County including what could be funded by County Executive Streckenbach's proposed half-percent sales tax.

Discussion of this Item was incorporated in discussion on Item 1.

- 3. Formally identify Committee members.

This Item was not discussed at this meeting.

- 4. Discussion, review and possible action: Request that Brown County review its past and present mental health services and develop a more comprehensive plan to treat both short and long term mental health patients including but not limited to 1) alcohol and drug abuse detox and treatment; and 2) children, adolescent and adult mental health treatment.

Discussion of this Item was incorporated in discussion on Item 1.

- 5. Discussion, review and possible action: Request that the Human Services Director and Brown County Sheriff work together to develop a plan to provide a treatment plan for prisoners who presently make up a third of our jail population.

This Item was not discussed specifically at this meeting.

- 6. Discussion re: Recertifying County operations to return to previous services providing long-term care.

This Item was not discussed at this meeting.

- 7. Update re: Outreach efforts.

This Item was not discussed specifically at this meeting.

- 8. Such other matters as authorized by law. None.

- 9. Adjourn.

Motion made by Erik Hoyer, seconded by Luke Schubert to adjourn at 1:14 pm. Vote taken. MOTION CARRIED UNANIMOUSLY

Respectfully submitted,

Therese Giannunzio, Recording Secretary